

12 October 1973

MEMORANDUM FOR: Director of Security

SUBJECT: Commission on the Organization of the  
Government for the Conduct of Foreign  
Policy

1. Attached is an advance copy of a letter from Robert D. Murphy, Chairman of the above-mentioned Commission, to the Director concerning the handling of special clearances for the Commission. I mentioned this to the Director and said I would refer it to you. He agreed.

2. It is not clear what sort of material involving such clearances the Commission will need, but we hope it will be small in volume and general in nature. However, the membership of the Commission makes this somewhat unpredictable.

3. The Commission has no secure facilities in its present quarters; therefore, if any classified material is to be given it, we have made arrangements with Mr. Wheaton Byers, Executive Director of PFIAB, that the material be kept in PFIAB's secure facilities. This is satisfactory to the Commission and, in fact, was its suggestion. You will note that GSA is involved. Apparently this is because GSA is the housekeeper for Commissions of this nature.

4. I am dealing mostly with Mr. Fisher Howe, Deputy Director of the Commission Staff. He has been recalled to duty as a Foreign Service Officer for this particular function.

STAT

Att.

LAWRENCE R. HOUSTON  
Office of General Counsel

cc: Executive Secretary

STAT

October 9, 1973

Mr. William J. Colby  
Director of Central Intelligence  
Headquarters, CIA  
McLean, Virginia 22101

Dear Bill:

In advance of the Commission's exploration of the intelligence community's role in the foreign policy process, it seems imperative that we clarify our security procedures. I am writing in the hope that you can assist us in dealing with this complex problem.

Let me first explain our current position. The White House Security Office has advised us that the four Presidential appointees to the Commission, The Honorable William Casey, Mrs. Anne Armstrong, Dr. David Abshire, and I are eligible for Top Secret access on a need-to-know basis in connection with our present assignments with the Commission. The State Department arranged for the Top Secret clearance of the four public members of the Commission appointed by Congress: Mrs. Jane Englehard, Dr. Arend Lubbers, Mr. Frank McGlinn, and Dr. Stanley Wagner. The four members of Congress, Senator Mike Mansfield, Senator James Pearson, Congressman Clement Zablocki, and Congressman William Maillard hold the necessary clearances by the nature of their offices.

The members of our staff either have received or are in the process of obtaining Top Secret clearances from the Civil Service Commission, via the General Services Administration.

We are not, at this stage, in a position to define clearly what kinds of information will ultimately be necessary for us to explore adequately the organization of the government for foreign policy. But we will inevitably need access to some sensitive intelligence information, and we consider it important not to exclude any members of the Commission from any part of the Commission's inquiry. I am, therefore, taking this opportunity to request special intelligence clearances (to cover, inter alia, communications and satellite intelligence) for the Commissioners and the following staff members who will have a need to know:

Francis O. Wilcox, Executive Director  
Fisher Howe, Deputy Director  
William B. Spong, General Counsel  
Thomas J. Reckford, Staff Assistant on  
Intelligence  
Paul Schratz, Staff Assistant on Defense  
Gloria Adams, Secretary  
Barbara Moore, Secretary  
Jo Ann Lashley, Secretary

I hope that this can be worked out without too much  
diffidulty.

With warm regards,

*R/DH  
fow*  
Robert D. Murphy  
Chairman

OCT 12 1973

OCT 15 1973

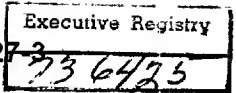
Approved For Release 2003/02/27 : CIA-RDP86B00269R000600030027-3

Francis O. Wilcox, Executive Director  
Fisher Howe, Deputy Director  
William B. Spong, General Counsel  
Thomas J. Reckford, Staff Assistant on  
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*R/D  
FOW*  
Robert D. Murphy  
Chairman



COMMISSION ON THE ORGANIZATION OF THE GOVERNMENT  
FOR THE CONDUCT OF FOREIGN POLICY

2025 M STREET, N.W.  
WASHINGTON, D.C. 20506  
October 9, 1973

Mr. William J. Colby  
Director of Central Intelligence  
Headquarters, CIA  
McLean, Virginia 22101

Dear Bill:

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- 2 -

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Fisher Howe, Deputy Director  
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Intelligence  
Paul Schratz, Staff Assistant on Defense  
Gloria Adams, Secretary  
Barbara Moore, Secretary  
Jo Ann Lashley, Secretary

I hope that this can be worked out without too much difficulty.

With warm regards,

*Bob*

Robert D. Murphy  
Chairman

SENDER WILL CHECK CLASSIFICATION TOP AND BOTTOM			
UNCLASSIFIED		CONFIDENTIAL	
<b>OFFICIAL ROUTING SLIP</b>			
TO	NAME AND ADDRESS	DATE	INITIALS
1	Executive Secretary	13 Oct 73	
2			
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6			
	<b>ACTION</b>	<b>DIRECT REPLY</b>	<b>PREPARE REPLY</b>
	<b>APPROVAL</b>	<b>DISPATCH</b>	<b>RECOMMENDATION</b>
	<b>COMMENT</b>	<b>FILE</b>	<b>RETURN</b>
	<b>CONCURRENCE</b>	<b>INFORMATION</b>	<b>SIGNATURE</b>
<b>Remarks:</b>			
<b>FOLD HERE TO RETURN TO SENDER</b>			
<b>FROM: NAME, ADDRESS AND PHONE NO.</b>			<b>DATE</b>
OGC			10/12/73
UNCLASSIFIED		CONFIDENTIAL	SECRET

STAT

COMMISSION ON THE ORGANIZATION OF THE  
GOVERNMENT FOR  
THE CONDUCT OF FOREIGN POLICY

2025 M STREET, N.W.  
WASHINGTON, D.C. 20506

OFFICIAL BUSINESS  
Penalty For Private Use, \$300

POSTAGE & FEES PAID  
COMMISSION ON THE ORGANIZATION  
OF THE GOVERNMENT FOR THE  
CONDUCT OF FOREIGN POLICY



Mr. William J. Colby  
Director of Central Intelligence  
Headquarters, CIA  
McLean, Virginia 22101



6185

1 October 1973

MEMORANDUM FOR THE RECORD

SUBJECT: Commission on the Organization of the  
Government for the Conduct of Foreign  
Policy

1. On 28 September 1973, the Director and the undersigned met for approximately 30 minutes with the following individuals from the Commission on the Organization of the Government for the Conduct of Foreign Policy:

The Honorable Clement J. Zablocki  
House of Representatives  
Member of the Commission appointed by the Speaker  
of the House

Mr. Francis O. Wilcox  
Executive Director of the Commission

Mr. Fisher Howe  
Deputy Executive Director of the Commission

2. Mr. Colby advised the group that the Agency wished to cooperate as fully as possible in their important task and indicated he would like the assistance of the Commission in determining whether presentations would be on an unclassified basis or on a classified basis.

3. Mr. Wilcox indicated that they were pursuing their work on a two-track basis. The first track would consist of a series of witnesses from executive departments, congress and other distinguished

(EXECUTIVE REGISTRY FILE F-18)

and qualified individuals in private life. He mentioned such individuals as McGeorge Bundy and Dean Rusk in the latter group. The second track would be a series of research papers.

4. Mr. Wilcox also indicated that they undoubtedly would want classified information in certain areas and in the intelligence area would welcome suggestions in this regard from the Agency. Mr. Colby suggested that he could certainly give an overview of the intelligence community and decisions could be made later as to what other intelligence agencies the Commission would like to hear from. Mr. Colby made the further suggestion that the Commission might wish to consider hearing from consumers of intelligence, i.e., the customer. Mr. Wilcox and Mr. Zablocki thought this was an excellent suggestion. Mr. Wilcox indicated they were planning earlier hearings than indicated by tentative programs that they had put out and they are looking toward some time in November to start on the intelligence community. Mr. Wilcox said he and Fisher Howe would work with Mr. Lawrence Houston and Mr. Warner with regard to details and specific ground rules.

5. Mr. Zablocki commented with respect to their consideration of congressional/executive relations that the new congressional rules with regard to open hearings definitely had made it more difficult for committees to receive full and candid testimony from the executive branch and this was an area that would receive attention by the Commission.



6. Mr. Colby stated that intelligence in the American society must become more open but at the same time it must continue to protect properly that which must remain secret. The group appeared to understand this. Mr. Colby again commented that the Agency would be pleased to work with them and they left, appearing to be completely satisfied.

[Redacted Signature]

JOHN S. WARNER  
Acting General Counsel

STAT

cc: DCI  
C/OPS/INT

SENDER WILL CHECK CLASSIFICATION TOP AND BOTTOM			
UNCLASSIFIED		CONFIDENTIAL	
<b>OFFICIAL ROUTING SLIP</b>			
TO	NAME AND ADDRESS	DATE	INITIALS
1	The Director		
2			
3			
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6			
	ACTION	DIRECT REPLY	PREPARE REPLY
	APPROVAL	DISPATCH	RECOMMENDATION
	COMMENT	FILE	RETURN
	CONCURRENCE	INFORMATION	SIGNATURE
Remarks: <i>Bill</i>  Per your request, I have done the attached Memorandum for the Record of your meeting with Congressman Zablocki, Francis Wilcox and Fisher Howe of the Commission on the Organization of the Government for the Conduct of Foreign Policy.  <div style="text-align: center;">               John S. Warner           </div>			
FOLD HERE TO RETURN TO SENDER			
FROM: NAME, ADDRESS AND PHONE NO.		DATE	
Acting General Counsel 7D01 Hqs 		10/2/73	
UNCLASSIFIED		CONFIDENTIAL	

STAT

STAT

F-18

27 September 1973

MEMORANDUM FOR: Director of Central Intelligence

SUBJECT: Commission on the Organization of the  
Government for the Conduct of  
Foreign Policy

1. The 10 a.m. meeting Friday, 28 September, with the Commission on the Organization of the Government for the Conduct of Foreign Policy is described by Fisher Howe as being primarily a courtesy call to inform us that the Commission is now in business ✓ and in general terms how it plans to proceed. Attachment A is a Mandate setting forth the Commission's statutory authorities and the Commission members. Congressmen Zablocki and Mailliard may attend, but it may come down to just Fisher Howe and Bill Spong, who is General Counsel. Attachment B is the Commission's Tentative Program. The Intelligence Community is therein scheduled for two days in February 1974, but they will inform you that they plan to move this up to November 1973.

2. Paragraph III G of the Tentative Program talks about the Commission's approach to intelligence and information handling. This appears to me to be the wrong approach as it talks about collection of intelligence and reporting. I suggest you put forward ✓ that the real problem is the role of intelligence in foreign policy-making and the problem of improving the intelligence product for the policymakers. Obviously, your ideas on improving the NIEs would be appropriate. In any case, we will need some ground rules for the intelligence hearings, and Fisher agrees that nothing can be settled at this meeting but to state that ground rules will be developed in the next few weeks. As you know, ground rules

(EXECUTIVE REGISTRY FILE

F-18

were developed for the visits of Commission members to foreign embassies, and so far as I can find out these worked satisfactorily in Tokyo and Bonn.

4. John Warner will be present at the meeting on 28 September as it seems appropriate, at least for the time being, for the liaison to continue through OGC.

STAT

LAWRENCE R. HOUSTON  
Office of General Counsel

Attachments

cc: C/OPS/INT

COMMISSION ON THE ORGANIZATION OF THE GOVERNMENT  
FOR THE CONDUCT OF FOREIGN POLICY

2025 M STREET, N.W.  
WASHINGTON, D.C. 20506

MANDATE

The Foreign Relations Authorization Act of 1972 (P.L. 92-352, July 13, 1972) established a joint Presidential-Congressional study commission to submit to the Congress and the President findings and recommendations "to provide a more effective system for the formulation and implementation of the Nation's foreign policy."

In describing the duties of the Commission the law states that "the Commission shall study and investigate the organization, methods of operation, and powers of all departments, agencies, independent establishments, and instrumentalities of the United States Government participating in the formulation and implementation of United States foreign policy." In carrying out its responsibilities, the Commission may make recommendations with respect to the reorganization of the departments and agencies, more effective arrangements between executive branch and Congress, improved procedures among departments and agencies, the abolition of services, activities and functions not necessary to the efficient conduct of foreign policy, and "other measures to promote peace, economy, efficiency and improved administration of foreign policy."

The report of the Commission, which is to be submitted to the President and the Congress by June 30, 1975, may include "proposed constitutional amendments, legislation, and administrative action considered appropriate in carrying out its duties." The Commission, in performing its responsibilities, is authorized to hold hearings, subpoena witnesses and secure directly information from any executive department or agency.

COMMISSION MEMBERS

The Commission is composed of twelve members, four each appointed by the President of the Senate, the Speaker of the House, and the President. The members are:

THE HONORABLE ROBERT D. MURPHY - Chairman  
Corning Glass International  
New York, New York

THE HONORABLE JAMES B. PEARSON - Vice Chairman  
United States Senate

F-18

DR. DAVID M. REESE  
Chairman, Center of Strategic & International Studies  
Georgetown University

MRS. ANNE ARMSTRONG  
Counsellor to the President  
White House

THE HONORABLE WILLIAM J. CASEY  
Under Secretary for Economic Affairs  
Department of State

MRS. CHARLES W. ENGLEHARD, JR.  
Far Hills, New Jersey

MR. AREND D. LUBBERS  
President, Grand Valley State College  
Allendale, Michigan

MR. FRANK C. P. McGLINN  
Executive Vice President  
Fidelity Bank  
Philadelphia, Pennsylvania

THE HONORABLE WILLIAM S. MAILLIARD  
House of Representatives

THE HONORABLE MIKE MANSFIELD  
United States Senate

DR. STANLEY P. WAGNER  
President, East Central State College  
Ada, Oklahoma

THE HONORABLE CLEMENT J. ZABLOCKI  
House of Representatives

COMMISSION STAFF

FRANCIS O. WILCOX is the Executive Director of the Commission and FISHER HOWE is the Deputy Executive Director. Former Senator WILLIAM B. SPONG, JR., is General Counsel to the Commission. The Commission offices are located at 2025 M Street, N. W., Washington, D.C. 20506. Telephone (202) 254-9850.

June 1, 1973  
COG/FP STAFF 1

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COMMISSION ON THE ORGANIZATION OF THE GOVERNMENT  
FOR THE CONDUCT OF FOREIGN POLICY2025 M STREET, N.W.  
WASHINGTON, D.C. 20506TENTATIVE PROGRAM

I. The Commission will look into the impact of change in foreign relations. In particular, it will explore, (1) the changing world environment and the manner in which international affairs are conducted, and (2) the changing role of the United States.

To this end the Staff will commission the preparation by experts of papers and reports to be presented and discussed with the Commission.

II. The Commission will study and investigate the organization, methods of operation and powers of the departments, agencies, independent establishments and instrumentalities of the United States Government participating in the formulation and implementation of United States foreign policy.

To this end, the several departments and agencies, as well as Congressional leaders, will be invited to appear before the Commission to set forth their views. In addition, government officials and other experts will be called upon to discuss the various aspects of relationships among the departments and agencies, and between the Legislative and Executive Branches. In particular, the Commission will seek from these officials a wide range of views relating to the organization for foreign policy and the problems attendant thereto seen from the perspective of the different institutions.

In anticipation of their appearances before the Commission, and to assist in the exploration of the subject, departments, agencies and experts will be asked to submit reports addressing important questions into which the Commission will want to delve.

A schedule of Commission hearings along the following lines is planned:

Department of State	Sept. 1973	2 days
USIA, AID, ACDA, Peace Corps	Oct. 1973	2 days
Departments of Treasury, Commerce, & Agriculture	Nov. 1973	2 days
Department of Defense	Dec. 1973	2 days
Office of the President (including NSC, CIEP, OMB)	Jan. 1974	2 days
Intelligence Community	Feb. 1974	2 days
Congress	Mar. 1974	2 days
Congressional/Executive Relations	Apr./May 1974	4 days

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The Commission will also plan to hold hearings with and receive reports from other departments and agencies concerned with foreign policy; including among others the Departments of Labor, Interior and Justice, AEC, NASA, etc.

During the early stages the Commission and staff will seek the views of representatives of business, agriculture, labor and other segments of the private sector.

Finally, the Commission, through hearings and informal meetings will look into the following special, complex problems:

- A. Science and Technology in Foreign Affairs
- B. The U.S. Government Relations with International Organizations
- C. Multinational Corporations

III. In order to make suitable recommendations, the Commission will look into the governmental processes and programs in the formulation and implementation of foreign policy.

To this end it will, under the direction of the staff, arrange for independent research by means principally of small study groups, but in some instances contracted research or other means. Such independent research will be addressed, among others, to the following problems:

- A. Presidential Responsibility and Interagency Coordination: How can the presidential powers in foreign affairs be properly delegated and agency responsibilities most effectively coordinated, especially with respect to better integration of policy planning and decision-making in diplomatic actions and activities?
- B. Public Opinion and Public Accountability: How should public opinion make itself felt on and be dealt with by the Congress and the Executive? As a difficult but important aspect of this problem, how should the matter of confidentiality in foreign policy be handled?
- C. Substantive Problem Areas: How can the Government be organized to deal effectively with some substantive problem areas which touch upon widely divergent governmental interests, such as:

- population and food resources
- energy crisis
- natural resources and the environment
- seabed and ocean floor

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TO:		ACTION	INFO	DATE	INITIAL
	1	DDCI	✓		
	2	DDS&T	✓		
	3	DDI	✓		
	4	DDO	✓		
	5	DDM&S	✓		
	6	D/DCI/IC	✓		
	7	D/ONE	✓		
	8	GC	✓		
	9	LC	✓		
	10	IG	✓		
	11	D/PPB			
	12	SAVA			
	13	ASST/DCI	✓		
	14	AO/DCI			
	15	EX/SEC			
	16				
	17				
	18				
	19				
	20				

SUSPENSE

Date

Remarks:

We must work out a nucleus operandi for this exercise, to include executive sessions, limits of inquiry into sources & methods, etc - Could we begin to start a letter to Amb Murphy with

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D. Domestic Interests and Foreign Affairs: How can the Government be organized to deal more effectively with the wide range of problems, including many of the foregoing, but especially economic matters -- trade, monetary, agriculture, resources -- which heavily involve important domestic interests and considerations as well as foreign policy?

E. Cultural Affairs and Public Information Abroad: How can the cultural affairs and information processes be organized to support more effectively the foreign policy of the United States?

F. National Security, Military Policy and Arms Limitation: How can the government organization and procedures be arranged most effectively to mesh national security and military affairs with general foreign policy matters? How can arms limitation policies be most effectively handled?

G. Intelligence and Information Handling: How can the organization be improved for collection of intelligence and information, for reporting, for evaluation and analysis and for dissemination?

H. Personnel for Foreign Affairs: How can the personnel systems in the foreign affairs effort be improved?

I. Budget Process and Resource Allocation: How can the budget process, including planning and programming, be improved?

J. Overseas Establishments: How can the control, coordination and communications systems in the overseas establishments be made more effective and efficient?

IV. The foregoing discussions with departments and agencies, and most of the work of the independent study groups will occupy the first year. In the second year the Commission will plan to review in greater depth the problems on which it believes recommendations will be made. It will also consider the advisability of holding public hearings.

V. In its report, the Commission will incorporate proposals for the implementation of its recommendations, and it will seek to obtain the views of departments and agencies, and of government leaders, before submitting its final report.

ER:

Mr E said just file  
the original w/ Houston's  
note ~~in~~.

AK  
10/13

DCI/DDCI

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Attach to:

73-5427/1

F-18

TO:

		ACTION	INFO.			ACTION	INFO.
1	DCI			11	IG		
2	DDCI			12	D/PPB		
3	DDS&T			13	SAVA		
4	DDI			14	ASST/DCI		
5	DDO			15	AO/DCI		
6	DDM&S			16	EX/SEC		
7	D/DCI/IC			17			
8	D/ONE			18			
9	GC			19			
10	LC			20			

SUSPENSE

Date

Remarks:

Many thanks -  
Munson pls -



9/28/73

DCI/DDCI